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A PLAN FOR BRITISH COMMUNITY SETTLEMENTS IN CANADA



— BY —
Brigadier-General M. L. Hornby
C.B., C.M.G., D.S.O.

*of Lethbridge, Alberta and Invermere, B.C.
(formerly of Ticklerton, near Church Stretton, Salop, England)*

February, 1931

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Author's Preface

MY OBJECT in circulating this Plan for increasing British settlement in Canada is to promote discussion of a concrete plan both in Canada and in the United Kingdom; to sound public opinion as to the merits of the plan; and to ascertain what public and official support will be forthcoming to enable me to launch it at an early date.

I do not intend in any sense to urge Canadians to admit settlers to Canada in larger numbers, or at an earlier date than considered desirable from Canada's viewpoint. But I do most insistently ask both the Canadian and the United Kingdom Governments to make it possible for us to commence preparations *now*, while employment and the expenditure of "new" money are badly needed in Canada, for a future influx of selected British settlers and for their establishment in self-sustaining homes.

So much detailed explanation as I have given of the Plan may seem redundant to Canadians; but to those in the United Kingdom, who are not thoroughly conversant with conditions in Canada, the fullest details will be acceptable.

M. L. H.

15th March, 1931.

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British Community Settlements in Canada

FOREWORD

THIS IS A PLAN for establishing British Community Settlements in Canada.

I am not going to express any opinion about unemployment in Great Britain, or about the much discussed congestion of population there; neither am I going to argue whether migration and settlement overseas is, or is not, the best means of dealing with these problems of the Old Country. My reason for putting forward this Plan is that the settlement and development of the British Overseas Dominions by Britons is one of the most urgent and vital problems facing the British Empire today, and I believe that this plan for establishing British Community Settlements in Canada will help to solve it as far as Canada is concerned.

It does not seem to be necessary here to enter into any discussion of the United Kingdom's twin problems of unemployment and over-population. These problems exist, and it is natural that they should be in the minds of people in the United Kingdom when they approach the problem of Overseas Settlement. But such vexed questions do not directly affect the question of the settlement and development of the British Overseas Dominions by Britons—a matter which is vital to the United Kingdom and to Canada, as well as to every other one of the British Overseas Dominions.

Maybe such settlements as I describe might be established in other Overseas Dominions. I do not know. I write only of British Community Settlements for Canada, because I know something about land development and settlement in the Canadian West, having owned an agricultural property on the prairies for the last twenty years, which I have gradually developed and settled.

I do not claim that my plan is worked out to the last detail, and I expect that objections to some of its features will be forthcoming. At least its publication will promote discussion, and will sound out opinion on both sides of the water. Discussion is what we need.

Unless it is certain that Canadian opinion is favourable, the United Kingdom Government is not likely to move in the matter, nor will the United Kingdom House of Commons take any action. Those who followed the proceedings of the recent London Empire Conference will recollect that the Committee which dealt with the question of overseas settlement (on which Canada was represented by Mr. J. I. McFarland and Mr. W. R. Little, and the United Kingdom members were headed by Mr. W. Lunn, M.P.) was emphatic in its report that "*the primary consideration (in Overseas Settlement) should be, not the conditions in the country which*

the settler is leaving, but the absorptive capacity of the country to which he is proceeding"—an opinion with which we shall all agree. Accordingly, in addition to circulating this plan in the United Kingdom, steps have also been taken to circulate it in Canada, in order to sound out public opinion and so ascertain what measure of approval it is likely to receive.

Whether the present moment is opportune for launching this plan, or not, is dealt with at some length in Chapter VIII.

One feature of the plan which will, I believe, appeal to all, is that this is *not a Government subsidised scheme*. The only Government assistance given to these British Community Settlements is in the form of re-payable advances or loans, and the only direct help given to individual settlers is their free passages from the Motherland to their new homes overseas, and small re-payable advances—issued in kind only—to help them to live for the first eighteen months of their new life.

It seems to me that if British settlement in Canada is to expand as it should do, some effort should be made to find a generally approved and acceptable plan of action whereby a larger number of British settlers can be successfully established on the land, and having found it, to set it in operation without delay.

The United Kingdom Government has recently undertaken to guarantee a large loan to assist the development of Palestine and Jewish and Arab settlement there. Why should not British settlement in Canada be assisted in the same way?

M. L. H.

15th Feb., 1931.

I.—The Central European Invasion of the Canadian West— A Challenge to Britain.

THOSE who have at heart the settlement and development of the British Overseas Dominions by Britons, and who believe that Britons are allowing their opportunities in Canada to slip away, can point with good reason to the expansion of Central European settlement in the Canadian West during the past few years.

I can speak from my own experience of what has been going on in Southern Alberta since 1924. In that part of Southern Alberta where I have been living, Central Europeans have constituted the bulk of the incoming settlers. British settlers have been comparatively few. In the district immediately surrounding me, Central Europeans now occupy either as owners, or as tenants, about 75 per cent of the farms. Every year has seen an increase in their numbers, and I know from personal experience what efforts they are continually making to enable other members of their families, relations, and friends in their old country to join them, money remittances for which purpose they are continually sending to Europe.

These Central Europeans seem to be admirable settlers. They are great workers, and many of the new arrivals are experienced farmers. They are very well suited to my district, where medium sized farms, mixed farming, and intensive cultivation are the generally accepted type of farming. I have employed many of them on my own farm, and some of my land is leased to them. I have nothing whatever to say against them as farm workers or settlers.

But—and this is my point—the success which these Central Europeans are meeting with could equally well be accomplished by British settlers, if they could be established on the land and given a right start. Why is this not being done? Why are the golden opportunities of today slipping away from Britain?

It cannot be for lack of knowledge of the opportunities for successful settlement in the Canadian West. I am satisfied that these are adequately advertised in the United Kingdom. And it can hardly be for lack of money; for it is evident from the immense sums which are being spent on unemployment relief in Great Britain, that there is plenty of money to be got for purposes approved by the Government. Nor do I believe that it is for want of desire on the part of potential British settlers overseas.

Migration from the Old Country to the Overseas Dominions is admittedly a matter of urgent National and Empire importance. But British emigration to Canada seems to be neglected and financially starved in the United Kingdom. It should not be difficult, with the experience which we now have, to formulate a comprehensive scheme for the settlement of British emigrants in Canada, which would be equally acceptable to Canada and to the United Kingdom, and at the same time hold out real promise of success to the settlers themselves.

I believe that the establishment of British Community Settlements will go a long way to solve the problem of successfully placing British settlers in Canada.

Evidence that Community Settlements can be successfully established in the Canadian West is not wanting. Throughout Manitoba, Alberta and Saskatchewan there are a great number of Central European Community Settlements—German, Hungarian, Ukrainian, Danish, etc.—which play an important part in enabling incoming settlers from Central Europe to make a successful start in their new surroundings. A good idea of the number and citizen-value of these Central European settlements may be obtained by a perusal of the recent report of Mr. W. J. Black, head of the Department of Colonization and Agriculture of the Canadian National Railways, on the “European Community Progress Competition” for the year 1930—a five-year competition originated by him. Forty communities entered for the 1930 competition, representing *thirteen* different nationalities, and covering a population of 124,000. The judges were well known men and women of agricultural standing in the Canadian West.

Three points seem to me to stand out in the judges’ report—*first* the remarkable civic progress made by these communities; *secondly* that the Settlements are (in the world of the report) “in an enviable position of comparative plenty in these days of depressed agricultural conditions,” and *thirdly* that Community Settlements are recognized by the Provincial Governments and other authorities as of great value in the national life and civic development of the Dominion.

The success in Canada of Central European settlers generally, and of these Central European Community Settlements in particular, offer a challenge to the United Kingdom to put forth greater efforts to send over more and still more British families to Canada, and to assist them to establish themselves successfully in new homes there.

What is Britain waiting for?

II.—Outline of the Plan for British Settlement.

MORE THAN ONCE during the past few years has some big scheme of British Community Settlement in Canada been outlined in the London press. Those schemes—as far as I understand them—had one feature in common, namely, that they proposed to take up some big tract of raw, or recently opened up land—a continuous domain of many miles square—and to people it with British emigrants, who would themselves develop it—building their own railways and roads; cutting their own timber, erecting saw-mills and manufacturing their own lumber; putting up their own houses, farm buildings, schools and churches; and in fact themselves performing all the work necessary to convert backwoods into

a developed and self-supporting area, supplied with the requirements and facilities of modern civilized life. A fascinating idea!—on paper; but visionary and unpractical. Some of the underlying aims may be sound—but they can hardly be realized by those means. To put any such scheme into operation would require the employment of an army of experts, would take a very long time to reach a stage when it could absorb any appreciable number of the Old Country's emigrants, and would impose on the first settlers hardships which might easily discourage them and react unfavourably on the whole scheme. Moreover, Canadian political sentiment and Governmental opinion seems to be opposed to any such "one big scheme."

There is, however, no reason why a number of smaller Community Settlement of British settlers should not be distributed over the proven and partly developed agricultural districts throughout Canada. These are in fact the best locations for new British Community Settlements—districts which are already fairly well supplied with roads and railway facilities; already partly settled, and provided with some schools, and not far removed from some moderate sized town. British Community Settlements in such locations would be a very real help to arriving settler families from the Old Country. In them the constantly arriving new families would be immediately "at home"—among relations and friends, with many of the amenities of civilized life around them; conditions would be such that it would not be difficult for them to adapt themselves to their new surroundings and to the new style of life, and to start farming with good hope of success.

My Plan is that such British Community Settlements should be formed in Canada—with the help of financial loans to be made by the United Kingdom Government—by every County and large Town in the United Kingdom, and by certain approved voluntary societies already working in the field of overseas settlement, such as the Salvation Army, the Church Army, the Church of England Council of Empire Settlement, the British Legion, etc., all of which have already done much to promote overseas settlement.

As far as these United Kingdom Counties and Towns are concerned, I should affiliate them with Canadian Cities and Towns, so that the two partners may work together for the advantage of both.

The United Kingdom Counties and Towns would of course work through their elected Councils.

The Settlements, which should not be over large—say 2,500 acres to 10,000 acres in each settlement—should be managed entirely by the United Kingdom Counties, Towns and Societies which establish them, without supervision or control by any Government Department. With a competent local manager there is no reason why the United Kingdom Counties, Towns and Societies should not be able to exercise all the supervision and control

necessary. The distance is no objection. Canada is very close to the United Kingdom now, and is getting closer and closer every year—by means of ever improving postal and telegraph communications, as well as by rail and sea travel, which becomes more rapid, as well as more convenient each year. Canada seems no further from the United Kingdom today than was the North of Scotland from London when our parents were young.

The establishment of these Settlements would of course involve the expenditure of a considerable amount of money; but there is no reason why they should not become self-supporting within two, or at the outside four years; while within five years they ought to give a direct return in money on their cost, to say nothing of their more tangible value as "foster mothers" for the new "broods" of British settlers arriving year by year from the Old Country.

What number of emigrant settlers could be dealt with every year under this Plan would depend in the first place on how many Towns and Counties in the Old Country, and how many Voluntary Societies would be willing to join in it and try it out. But the value of these Settlements must not be appraised solely on the basis of an estimate of their probable intake of new settlers over a period of three or four years. Their output also must be taken into consideration. After the first few years every Community Settlement would in the ordinary course of events shed every year some of its families, which having made and saved a little money would branch off to take up farms of their own outside the Settlement. And there would also be the branching off of the children from other families. This output would have a value, which for want of a better expression I may term "an infusion of new British blood"—an apt expression recently used in the same connection by Mr. Howard Ferguson, the newly appointed Canadian High Commissioner in London.

There is really nothing new in this idea of Community Settlements—in practice it is actually being carried out today on a small scale in many parts of Canada through the agency of various public and semi-public organizations. All that the present Plan really aims to do is to "mobilize" as it were, the ideas at the back of existing successful Settlements, and to form a working organization to expand them into something large enough to satisfy present and future requirements.

I do not wish to see this in any sense a Government scheme—neither subsidized by Government, nor established and directed by a Government Department. Government Departments are not the best agencies for handling settlement schemes. Governments have tried their hand at such schemes before now—and have failed. Moreover, in the present state of agricultural depression and under existing conditions of unemployment in Canada, it is doubtful if any big Scheme of Settlement managed by a United Kingdom Government Department would be well received, for it would inevitably be looked on as an uneconomic Government subsidized undertaking, which would not be tolerated. The success of any settlement scheme must depend on public recognition of its economic utility, as well as on public good will and interest.

III.—Affiliations: Locations of Settlements.

THE OBJECT of affiliation between Counties and Towns in the United Kingdom on the one hand, and Cities in Canada on the other, is that the two parties may mutually assist each other, and work together both for the promotion of British settlement in Canada, and at the same time for the development of Canada.

British settlers are welcomed throughout Canada generally, and I believe that a Community Settlement of British families established nearby any Canadian City would be very well received by it.

Here is an interesting extract from the recently published report of the Saskatchewan Royal Commission on Immigration. Referring to the immigration of settlers from Great Britain, the Commissioners state:

"We feel that no obstacle should be placed in the way of their free entry into the Province, but that care should be taken to extend to them such support as will aid them to achieve permanent success. It is, in our opinion, much to be desired that steps be taken to get many more British-born to enter into our national life. We admit the apparent failure of some of the schemes so far tried for this conversion of city bred people of Great Britain into capable Canadian farmers, but refuse to accept this as final. To take an excellent comparison, it is admitted that the plan of training men in Great Britain as farmers, or farm labourers, has not been successful; while, on the other hand, the method of assisted settlement, known as the 'Three Thousand Families Scheme' has, in general, been satisfactory, and has added a desirable group of settlers to our community."

There are many ways in which a Canadian City, situated in a good agricultural district, can help a British Community Settlement located near the City. In the first place there is the acquisition of land for the Settlement. Here the knowledge and experience of the Board of Trade, or Chamber of Commerce, would be invaluable to the founders of the Settlement—not only in the actual selection of the land, but also in the matter of price, and of possible exemption from taxes and rates during the first few years of the Settlement's life. Later on there would be the purchase of live stock and equipments, when the advice of the local business men's organization would be most helpful. And in due course there would be the reception and care of the first batches of settlers. This by no means exhausts the list of particular ways in which the Canadian partner in the affiliation may be of service to the new Settlement.

And on the other hand the British Settlement would make a very real contribution to the development of the City near which it is located—by the money paid for the land; by the money spent on its further development, on lumber and hardware for the construction of buildings, on materials for erecting fences, on machinery, on live stock, etc.; by the value of the produce and live stock raised on the Settlement; and generally by its addition to the population and therefore to the trade of the district.

Every Canadian business man will at once appreciate the advantages which would accrue to his City and its district from the establishment at its doors of a large, well managed and well financed agricultural Community Settlement, attracting a constant stream of new settlers, with ever new needs of goods and of services, and new money. I have little doubt that this plan of affiliation will be warmly welcomed by Canadian Cities. In fact, the suggestion of such a plan may perhaps set more than one Secretary of a Chamber of Commerce to work thinking about where he can lay his hands on a block of 2,500 to 10,000 acres of good agricultural land suitable for the purpose of a British Community Settlement.

But not every Canadian City is situated in a district favourable for establishing a Community Settlement. Mixed farming is the only type of farming suited to Settlements such as I have in view. Mixed farming—grain, roots, forage and live stock—is the most certain type of farming. Purely grain farming is only suited to a big area worked mainly by tractor machinery; it requires only a minimum of people living on the land; it quickly impoverishes the land, and it is a risky business—"all eggs in one basket." Purely live stock raising is only suited to special areas, and requires a large quantity of open range for grazing; like wholly-wheat farming it requires a minimum of people living on the land, and is open to the same objection as wholly-wheat farming—"all eggs in one basket." Purely root-and-vegetable farming can only be practised successfully in special cases, and to a limited extent. There is really no alternative to "mixed farming" for a Community Settlement.

It is then in proven, mixed farming districts only, that British Community Settlements should be located, and it is only to Cities situated in such districts that we must look for our affiliations. The proper location of a Settlement is everything. If the location is faulty, the Settlement can hardly be a success, and all the money laid out on its development and improvement will be wasted.

IV.—Picture of a Community Settlement.

THE SUCCESS of this Plan depends on the settlers having a real opportunity of achieving happiness and prosperity in their new homes.

No plan would be worthy of adoption if it did not offer new settlers the opportunity of obtaining decent and comfortable homes; the opportunity and encouragement to work and to earn an honest livelihood; good educational facilities for children; and the possibility of obtaining—by their efforts—something more than a bare competence. I believe that the present plan will do all that.

I want now to draw a picture of what a Community Co-operative Settlement should be. I have in my mind an ideal, at which I have been

working now for some years. It is a small agricultural estate of 680 acres, situated in Southern Alberta. It is divided into four mixed farms and a winter station for sheep.

The farms have good houses and are well supplied with buildings and shelters for live stock; they have convenient and well fenced pastures for hogs, cattle and horses; and each farm has as much arable land as can be conveniently and economically handled. The farms are all leased "on shares," the terms of the leases being roughly as follows: I pay all taxes and rates; I supply machinery, implements, horse power and foundation live stock, namely, hogs, milch cows and poultry. The tenant supplies all labour (the farms are of such a size that they can be conveniently and economically worked by the farmer and one other member of his family, with perhaps an extra man for a few weeks in seeding time and harvest.) The crops and the live stock increase are marketed under my arrangements through the Farmers' Co-operative Association, and the cash proceeds are divided as follows:

	<i>Landlord</i>	<i>Tenant</i>
Grain crop, such items as are actually sold.....	2/3	1/3
Hay crop, if any is sold.....	2/3	1/3
Roots, chiefly potatoes, carrots and beets.....	1/2	1/2
Livestock increase	1/2	1/2
Poultry, eggs and milk	1/2	1/2

The leases provide for supervision of all the farming operations and of the management of live stock by myself, or (in my absence) by my representative.

The above is an outline of the most important conditions of the leases. The lease itself is a comprehensive document framed to meet the special requirements of what may be termed "farming on shares"; it is sufficiently detailed to eliminate possible misunderstandings and sources of dispute, and it provides for automatic renewal year by year if both parties are satisfied.

As will be understood by the foregoing outline, I provide everything, or practically everything, except labour; the labour is all, or practically all, that the Tenant provides. The land is all under irrigation, so that the chance of a complete crop failure is eliminated; even in bad years, and with low prices for produce, the Tenant's share is sufficient for him and his family to live on; he risks practically nothing, and he has an assured livelihood. I, the land owner, am fairly well assured of always getting at least sufficient to meet the year's taxes, rates, insurances, normal upkeep and normal running expenses.

I maintain a foreman-manager at my headquarters. He represents me when I am absent, supervising all the farming operations and the management of the live stock. He looks after the marketing of produce and live stock, and keeps the Land Owner's, and Tenants' accounts.

I also maintain, under the care of the foreman-manager, a tractor, a threshing outfit, a seed cleaning plant and a feed chopper and grinder, which are at the disposal of the Tenants, who bear approximately 1/3 the running cost when using them.

The farms are co-operative in the sense that the farmers help each other when required, particularly at threshing time, and interchange implements one with another.

On all my farms a rotation of crops is observed, which aims to preserve the soil fertility, keep down weeds, and raise full crops. This is not the place to go into a detailed description of the rotation; sufficient to say that it provides every year two feed crops—one of grain and one of fodder—and two marketable crops—one of grain cleaned and sold as seed, and one of roots. A rotation of crops is essential on all mixed farms, but the rotation on my farm might not suit other farmers. There are various rotations recommended for different areas. The nearest Government Experimental Station can advise as to the most suitable rotation for any particular area.

In the foregoing brief account of my own group of farms I have endeavoured to show the lines on which a British Co-operative Community Settlement may be successfully operated. I must, however, qualify that word "success" by adding that in the depressed condition of agriculture prevalent at the time that I write, and with such low prices for all that is produced by myself and my Tenants—wheat, hogs, wool, mutton, poultry, etc.—I will not pretend that everything on this little group of farms is "*couleur de rose*"; on the contrary, I am having a stiff time to meet my obligations, and keep things going. But the Tenants, getting as they do the main part of their living off their farms—fresh meat, bacon, vegetables, milk, eggs, poultry, and wheat to take to the mill to be ground—and having but few operating expenses to pay in cash, are not feeling the present hard times as much as might be expected. They have plenty to eat and good warm houses; they are not worried about their rent, for it is not a cash debt but a share of their crops; and they are secure in their holdings. They may not be "making money," but at least they are living in comparative comfort.

Although I have taken my own group of farms as a picture of how a British Community Settlement may be worked, I must make it clear that I do not recommend so small an acreage as 680 acres for the purpose, for 680 acres is so small a unit that its overhead charges run away with too large a proportion of gross rentals.

I recommend that Community Settlements should consist of a minimum of 2,000 acres to a maximum of 10,000 acres. The farms should vary from 80 acres to 320 acres, so that there may be in every Settlement farms of an acreage to suit the individual requirements of different sized families. On a Settlement of 2,500 acres there might be between twenty to thirty farms and small holdings; and on a 10,000 acre Settlement there might be 75 to 100 farms and holdings of various sizes.

The Managers of the Settlements should be Old Country men, if possible from the same town or county in the United Kingdom as the settlers. If the Settlement Manager has had some previous experience of Canadian life, so much the better; but this is by no means essential. He should have a live stock and field foreman; a tractor mechanic-operator; and a carpenter-blacksmith, to assist him in supervising the field operations; in doing emergency ploughing, etc.; in keeping machinery and buildings in repair; and in the general work of the Settlement; these assistants ought to be men of local experience.

The first year of the Settlement's life would be a year of "spade work." How much "spade work" would require to be done before the entry of settlers, would depend on the description of land purchased; on its condition of development; on the number of existing houses, barns, etc.; on the state of the fences; and generally on the readiness of everything for commencing farming operations. The Settlement Manager would of course be in constant communication with his home-town Council or home-country Council, and he would thus make certain of getting the settlers at-once when ready to receive them.

The charge of a large overseas Community Settlement would be a very responsible position, requiring not only some knowledge of agriculture and estate management, but also personal qualifications. I am sure that plenty of capable young men would be available in the Old Country, fully qualified to fill the positions and ready to undertake the work. The best training for the position of manager would be a training on a large English Agricultural Estate.

V.—Picture of a Settler-Tenant's Farm.

I WILL NOW draw a picture of a Tenant's farm in a Community Settlement—that is to say, a picture of the sort of farm which I should wish every British Community Settlement to provide for each new settler family.

I will take as an example one of my own tenant's farms. All my farms are, both in "layout" and in acreage, much the same as the one I now describe. This one may be perhaps a little better "balanced" than some are—in respect of buildings to land, and in respect of arable land to pasture and hay land; but on the whole it is a fair example of what my farms are. And it certainly represents the *type* of farm which I consider that every Settlement Manager ought to aim at.

It is a farm of 185 acres. I give over leaf a small eye sketch plan of its "layout," which will enable the details of my description to be more readily followed. The scale of the sketch is approximately eight inches to the mile. The farm divided up as follows:

Arable land—four fields	a 25	acres	
	b 33	acres	
	c 30	acres	
	d 25	acres	
			113 acres
Hay land, Alfalfa	e 25	acres	25 acres
Pasture—two horse and cattle pastures	f 16	acres	
	and g 12	acres	
			28 acres
Four hog pastures	h 3	acres	
	j 2	acres	
	k 4	acres	
	l 8	acres	
			17 acres
House and garden		$\frac{1}{2}$ acre	
Barn yard and lake		$1\frac{1}{2}$ acres	
			2 acres
Total			185 acres

The "layout" of this farm is dictated to some extent by the contour of the land and the direction of the irrigation laterals. There are several instances of this on the farm—the most conspicuous being pasture (g), the odd shape of which is due to the fact that the line between pasture (g) and alfalfa field (e) is a main irrigation supply ditch. But on the whole "the layout" is fairly convenient; the buildings are all together; the pastures are close to the buildings; and the arable fields are big and square-shaped, so can be easily worked with big outfits of machinery.

The house contains five rooms and a verandah; it has big wall-cupboards in the bedrooms; a good cellar; and a good water supply. It is provided with a few indispensible items of strong plain furniture—wooden tables and chairs; iron bedsteads; "palias," to be filled with clean straw and to serve as mattresses—it is nothing much, but it is enough for a new family to shake down in, till they can get something better.

The barns, stock shelters, etc., consist of:

For horses—An eight-horse stable, with a harness room and corn granary attached, and an outside "feed rack" for four more head of horses.

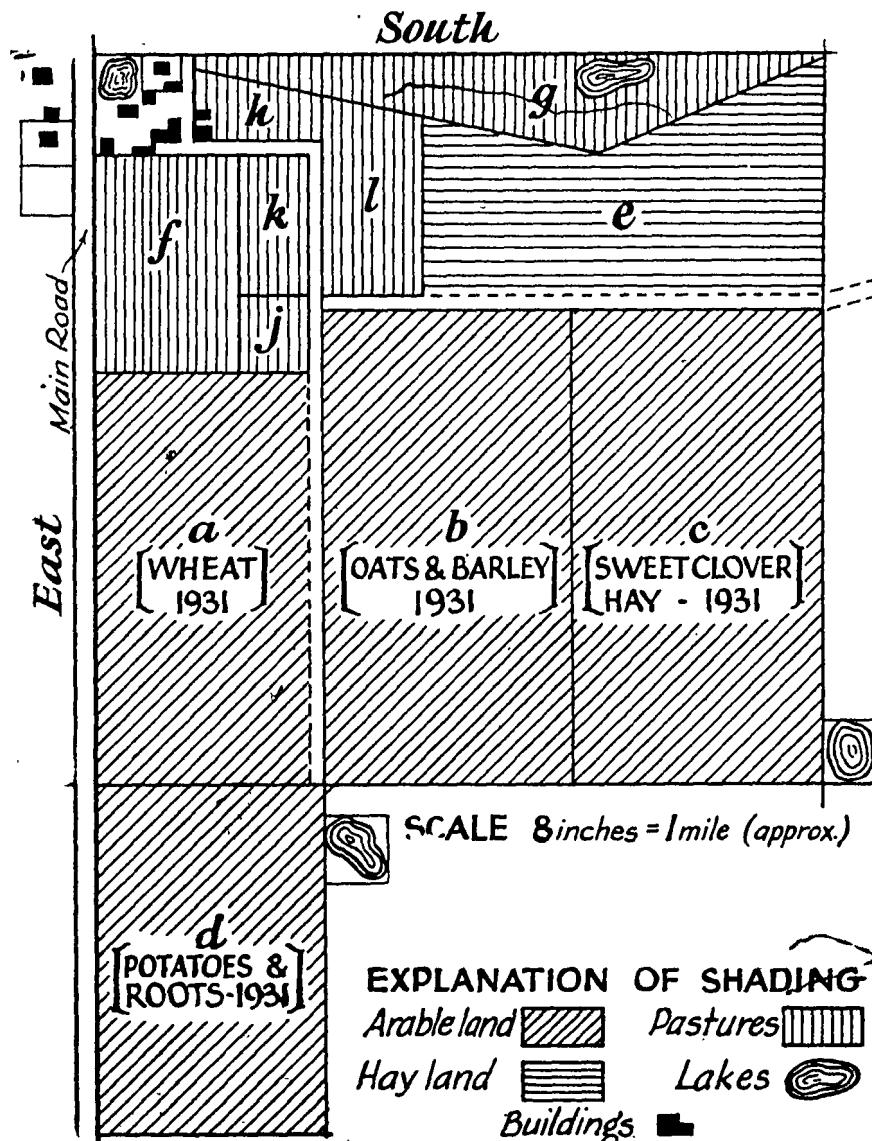
For cattle—A four-tie cow house, with calves kit, a feed room, and an outside enclosed yard; a bull yard with shelter.

For hogs—Eight pig-pens and shelters, with small yards, for sows and young pigs; one large shelter and yard for young hogs; four field shelters.

For sheep—A sheep shed and yard, with side shelters, to hold 150 sheep.

For poultry—Two poultry houses.

Eye Sketch of a Settler Tenant's Farm



For rabbits—One rabbit house.

Miscellaneous—A large root-cellars; a workshop.

The foundation live stock leased with this farm consists of: Nine work horses, viz., four "teams" or pairs, and one spare; three cows; ten sows—pure bred Berkshire; thirty Barred Rock poultry; six turkeys.

The equipment and implements normally on this farm consist of: A wagon, hay wagon, two-furrow gang plow, single furrow "sulky" plough, walking plough, set of four sections of harrows, eight foot disk, mowing machine, hay rake, "buck" rake for loading hay, five sets of double harness, tools, hay forks, spades, shovels, etc.

And the Tenant also has a share use of the following: A land level, a meadow float, a seeder, a packer, a grain binder (shared between him and his neighbour), a hay stacker and a manure spreader.

He also has a call on one of my Tractors, and on the services of a tractor-operator-mechanic, with three-furrow gang plough or tandem disk, for ploughing, disking, etc., in cases of emergency or of "rush."

And he has the use of the threshing outfit, the seed cleaning plant, and the grain grinder, which are kept at my headquarters.

On the four arable fields of this farm a four-crop rotation is being worked: Wheat; oats and barley; sweet clover hay; and roots or some other hoed crop. The following little table brings out the plan of the rotation:

FIELD	1931	1932	1933	1934
a	Wheat.	Oats and barley (seeded with sweet clover.)	Sweet clover hay.	Roots or some other hoed crop.
b	Oats and bar- ley (seeded with sweet clover.)	Sweet clover hay.	Roots or some other hoed crop.	Wheat.
c	Sweet clover hay.	Roots or some other hoed crop.	Wheat.	Oats and barley (seeded with sweet clover.)
d	Roots or some other hoed crop.	Wheat.	Oats and barley (seeded with sweet clover.)	Sweet clover hay.

In this rotation (which is now being practised on all of my farms) the wheat is seeded every year on the field which was cleaned in the previous year by a hoed crop; the wheat is followed by a crop of coarse grains, oats or barley, with which sweet clover is seeded, to furnish the fodder crop for the next year; next year this fodder crop is cut for hay at the end of June, or early in July, and the second growth is either turned under in August

or early September, or is cut again for hay in September, according to circumstances; the root or other hoed crop is seeded on the ploughed sweet clover land in the following spring. Judging from results up to the present this rotation promises well.

The arrangement moreover gives each year two crops to be marketed directly, wheat and roots (potatoes, beets, carrots, etc.), and two crops of feed, grain (oats and barley) and sweet clover hay, to be fed to the live stock.

[I must confess, however, that I have had some difficulty in persuading my Tenants of the value of the hoed crop in their crop rotation. They are mostly young farmers, unaccustomed to look ahead; they like to see immediate return for their labour. But the cost of the labour put into the hoed crop is often out of all proportion to the immediate money value of the crop; this hits them at once; they do not care to look ahead to the prospect of a heavy wheat crop next year, and to figure out how much a that would be attributable to the careful cultivation and cleaning of the preceding hoed crop.]

The foregoing description of a Tenant's farm on my little property will give a good idea of the sort of Tenant's farm which I should wish every Community Settlement to provide for its new settlers. Of course I would not have all farms of the same acreage. I would have them of different acreages—between 320 acres and 40 acres—to suit the requirements of different sized settler families. But I would have all farms of the same standard of development—that is to say fully developed and "made" farms, with good houses and adequate barns and shelters for live stock; good and well-fenced pastures; good water supplies, etc.

I lay great stress on the provision of good farms for incoming settlers under my Plan of Community Settlements—not only good land, but good buildings, good fences, and good equipment generally. It is difficult enough for a farmer to make a living with a satisfactory margin, even on a good farm; it is next door to impossible to do so on a mixed farm which is short of good live stock shelters and well fenced pastures, however rich the actual land may be. A well developed farm of good agricultural land, fully equipped with the requirements of mixed farming, should both be a good investment for the owner, and also afford the Tenant regular employment and a comfortable living even in poor times, with a bright prospect in good times.

But a good farm of itself is insufficient for success. Hard work and good farming methods also are essential.

Canada certainly offers very great opportunities of success; but she does not promise success without hard work. I do not hesitate to say that farming in Canada is no "soft billet," but I am confident that many of the difficulties, and hardships which often confront new settlers, will be eliminated under my Plan—by organization, by co-operation in work, by a proper and limited giving of credit to each man in proportion to his

capacity to work and to make good; and by a certain discipline in work which is to be expected and must be required from everyone who joins and becomes a member of a Community Settlement which is bent on making a success of its undertaking.

In any "tenant and landowner" system of farming—no matter whether the landowner be a private individual, a corporation, a Government, or a Community—it is necessary that there should be adequate supervision of the landowner's interests by himself or his representative. From the landowner's viewpoint it is essential that good farming methods should be the absolute rule, to be strictly enforced. Bad farming ways will very soon deteriorate the value of the best of farms by impoverishing the land, and by allowing buildings and fences to fall into disrepair, thereby lowering not only the capital value of the farm but also its revenue producing capacity. For the Tenant's success, not less than for the landowner's protection, it is necessary that there should be supervision which will ensure that right farming methods are followed, and that the farm is not allowed to fall into decay. On the Community Settlements, to be formed under this Plan, the necessary supervision would be given by the Settlement Manager.

Given a good farm, with hard work, and strict adherence to proper farming methods, there is no reason why a new Settler Tenant on a Community Settlement should not be successful and become prosperous. But I am not going to paint a glowing picture of rapid success, nor will I tell any fairy tales of big crops, out of which a farm can be paid for in two or three years. While I am aware that there are on record many authentic cases of rapid success by new settlers in Canada, I also know that such cases are exceptional, and that more often success comes to the Canadian farmer only gradually, and as a result of exactly the same sort of hard work as is necessary to success anywhere else.

"*Festina lente*" must be the motto of the individual new settler tenant, as well as of the Community Settlement as a whole, and we must bear in mind that (to quote some words of Calvin Coolidge which I recently read) "a farm ought to be primarily a self-sustaining home, with its own food supply."

VI.—Financing the Plan.

FROM CANADA'S point of view it would be a "*sine qua non*" of any British settlement scheme that it must make no call or claim on Canada for financial assistance. This is only reasonable. Canada has her own burdens to bear, and it is as impossible for her to shoulder any part of the cost of establishing British Settlements as it is unthinkable that Britain should ask it.

Equally is it a "*sine qua non*" from the standpoint of the British Tax

payer, that emigrants to overseas Community Settlements must become self-supporting within a short period of reaching their destination. This again is a reasonable standpoint. The British Tax-payer may willingly pay the cost of transferring intending emigrants from the United Kingdom to new homes overseas. But the Old Country cannot be expected to maintain the emigrants there for the rest of their lives, or to let them have houses and land free of rent for an indefinite period. The settlers must work and produce. There is no reason why any British family which emigrates to Canada should not earn a good living on the land, if they have the advantage of securing a farm on a well managed agricultural Settlement, and of joining a community of friends and "relations"—as every emigrant family would do under this present scheme.

The requirements both of the Canadian and of the British Tax-payer can certainly be met, and at the same time the new settler can be given a very good chance of succeeding.

It stands to reason that any comprehensive scheme of overseas settlement must involve a great outlay of money. But under this scheme practically all of the expenditure would mean so much money invested. It would not be necessary to write off as "unrecoverable" more than a fraction of the total outlay—simply the cost of sea and rail passages and travelling expenses of settler families proceeding to Canada—probably less than one-tenth of the whole. The rest of the expenditure would be capital outlay—in the nature of an investment, which would bring in an annual return—not immediately, but after the lapse of two or three years. It would be a British national investment in developed and productive agricultural land in Canada.

It is difficult to say what total amount of money would be required, because it is impossible to forecast what number of Counties and Towns would elect to take a hand in the scheme, and how many emigrants would take advantage of the scheme year by year, over a period of say ten years. But it is safe to say that the scheme could be established on a very satisfactory working basis for the sum of £13,000,000, of which £500,000 would be unrecoverable expenditure for passages and travelling expenses incidental to transporting the settler families to Canada, while £12,500,000 would be spent on capital account for the acquisition of land, buildings, equipment and live stock, and in making recoverable advances. This sum would purchase and fully equip about sixty Community Settlements and establish on them the first batch of 4,000 settler families, say 25,000 persons. Of the total sum of £12,500,000, I estimate that £4,500,000 would be required in the first year of operation; £4,500,000 in the second year, and £3,500,000 in the third year.

The sixty Settlements allowed for are twenty of between 5,000 acres and 10,000 acres each, and forty of between 2,500 acres and 5,000 acres each.

Allowing for an average of one family on every 80 or 100 acres, this would be approximately 100 families on each large Settlement, and fifty families on each small Settlement.

This is a modest beginning. I do not believe that more than sixty Settlements would be formed at the outset—that is to say, not more than fifty Town and County Settlements and ten “approved Society” Settlements.

The cost of purchasing and fully equipping each 10,000 acre Settlement and of establishing settlers on it would be approximately £250,000, and £125,000 would be the approximate cost in the case of a 5,000 acre settlement.

After the third year, the Settlements may be expected to be self-supporting, and in the fourth year they should begin to pay back interest on their loans.

The drift of settlers from the Settlements to outside farms may be expected to be at the rate of 20% yearly—commencing at the third or fourth year, so that each Settlement would be able to absorb from ten to twenty new families of settlers every year at an expenditure of little more than their passage money and travelling expenses. That means an automatic yearly absorption by the sixty Settlements to be formed under this scheme of something like 1,000 families from the Old Country.

In order to finance this scheme all that is required is that Government should float a loan of £12,500,000 to meet the capital requirements of the scheme, of which (let us say) £5,500,000 might be issued for public subscription in the first year; £4,500,000 in the second year, and £3,500,000 in the third year. In addition the United Kingdom Overseas Settlement grant would provide, in the form of grants-in-aid of sea and rail passages and travelling expenses, at the rate of £150 per family of six persons transferred overseas, a total of approximately £500,000, of which £200,000 (more or less) would be required in the first year of operation, and £300,000 (more or less) in the second year of operation of the Plan. This sum of £150 per family of six persons is estimated to be ample to transfer the family from the United Kingdom to any one of the Community Settlements in Canada, and to leave a small reserve for emergencies in the hands of the Council or Society.

On arrival at the Settlement in Canada, living for the first 18 months would be assured by advances in kind—groceries, meat, clothes, etc.—to be made by the Settlement Manager, and to be made good by the settler family by means of work, or produce.

The £12,500,000 to be raised by loan for capital expenditure would be distributed to United Kingdom Counties and Towns and to approved Societies taking advantage of the scheme, in the form of repayable “advances”—the recipient Counties, Towns and Societies agreeing to hypothecate the purchased lands, buildings, equipment and live stock, as security for the advances received by them, and to pay interest at specified rates.

The management of these Settlements should be entirely in the hands of the Counties, Towns and Societies concerned, and it would be for them to make a financial success of the plan, which should not be difficult if the management in Canada is good.

The British Government would have its advances of £12,500,000 secured by a portfolio of first mortgages on the developed farms of the Town and County Settlements with their equipment and live stock—a good enough security.

All the above figures of proposed expenditure are given in detail in the Draft Parliamentary Bill which follows.

Some people may urge that this is a very large sum of money to lay out on an untried scheme. But considering the importance of the object, the expenditure is really not large; and, as already explained, the plan is not untried. Very similar plans on a small scale have been tried for several years by many semi-public organizations and private individuals all over Canada with satisfactory results. The cause of Empire settlement now demands greater efforts on the part of the Old Country than are at present visible; that is why financial assistance by Government Loans is necessary.

Overseas settlement ought to be planned on such a basis that carefully selected families from every Town and County in the United Kingdom may be transferred over the water in a continuous stream, as it were, automatically, under conditions that promise happiness and prosperity.

VII.—The Plan as a Parliamentary Bill.

IN ORDER to give a perfectly clear understanding of the details of this Plan, and of its financial requirements and the proposed method of meeting them, I cannot do better than now present the Draft text of a suggested United Kingdom Parliamentary Bill framed to give effect to the Plan. This is it:

DRAFT OUTLINE OF A BILL (to be introduced in the United Kingdom Parliament) to provide for the establishment of **BRITISH COMMUNITY SETTLEMENTS IN CANADA.**

Whereas it is considered desirable to increase the number of emigrants from the United Kingdom to Canada, and

Whereas it is considered expedient to establish British Community Settlements in Canada for the purpose of receiving families of British settlers from the United Kingdom and of assisting them to settle on the land in such a manner as to be self-supporting, and

Whereas the already developed and proven agricultural districts of Canada are considered to be the best location for such Settlements, and

Whereas it is considered desirable that the Government of the United Kingdom should assist in the establishment of such Settlements by loans of money to be repaid over a long term of years, and

Whereas

be it enacted that :

SECTION I.

Clause i. The Government of the United Kingdom shall raise a loan of £12,500,000 for the purpose of aiding the establishment of British Community Settlements in Canada, subject to the conditions and restrictions contained and implied in this Act.

Clause ii. The said Loan shall take the form of 4½% fifty-year Bonds, to be designated Overseas Community Settlement (Canada) Bonds, and to be in denominations of £5, £10, £20, £50 and £100. The Bonds shall be a direct obligation of the United Kingdom Government.

Clause iii. The proceeds of the Loan shall be applied by the United Kingdom Treasury in making advances for the purpose of this Act to any County Council, City Council, or Town Council in the United Kingdom, or to any Voluntary Society or organization, which makes application therefor, and which notifies its intention to establish a British Community Settlement in Canada, *Provided that* every such Council or Society as aforesaid shall have been first approved by the United Kingdom Government.

SECTION II.

Clause i. A first advance of not more than £500 shall be made by the Treasury to any Council or Society, which has been approved as aforesaid, which notifies the Treasury of its intention of despatching a delegation of two members to Canada, for the purpose of seeking for a location for a British Community Settlement, *Provided that* the Treasury shall be satisfied that the said delegation will be despatched from the United Kingdom within six weeks of the giving of said advance.

Clause ii. No advance exceeding £500 shall be made by the Treasury to any Council or Society until the Council or Society has produced to the satisfaction of the Treasury a certificate or statement signed by a chief official of a Canadian City or Town, and endorsed by the Provincial Government, to the effect that the establishment of a British Community Settlement in the location selected is agreeable to the local authorities and that a suitable block of agricultural land is available for the purpose and can be purchased.

SECTION III.

Clause i. The maximum advances permissible under this Act to any Council or Society shall be:

For a Settlement covering an area of 2500 acres or less.....	£ 75,000
For a Settlement covering an area of 2500 acres up to 5,000 acres	£125,000
For a Settlement covering an area of 5000 acres up to 7,500 acres	£200,000
For a Settlement covering an area of 7500 acres up to 10,000 acres	£250,000

Clause ii. Every advance made by the Treasury for the purpose of this Act shall be classified, and limited in amount, and shall bear interest, and be subject to amortization in accordance with the following table, and security for each class of advance shall be given to the Treasury by the Council or Society concerned in accordance with the third column of the said table—the said security to be deposited with the Treasury within three calendar months in the case of Class B, C and D advances, and within six calendar months in the case of Class A advances.

Table referred to in Section III, Clause ii

CLASS OF MAXIMUM PROPORTION ADVANCE OF TOTAL ADVANCES	PURPOSES FOR WHICH SECURITY TO BE GIVEN. MADE.	RATE OF INTEREST.	AMORTIZATION.
A Not to exceed three sixths of the total permissible advances.	a For the purchase of land. b For the improvement of land, by the construction of Dwellings, Farm Buildings, Fences, Lakes and Water Supplies, Ditches and Drains, Roads and such like.	First mortgages on the land and improvements. Free of interest for two years, 4½% for the third and subsequent years.	To be commenced in the 20th year, and to be completed by the 50th year.
			25
B Not to exceed one sixth of the total permissible advances.	a For the purchase of farm implements, machinery and equipment. b For the purchase of live stock.	Chattel mortgages on the implements, machinery, equipment, and live stock.	Free of interest for two years, 4½% for the third and subsequent years.
C Not to exceed in value £8 per person in summer, or £10 per person in winter for each family, nor more than a total of £150 in all for each family.	Advances to new settlers to help to meet living expenses for the first 18 months after arrival, said advances to be made in the form of meat, groceries and clothes.	Settlement Master's certified lists, endorsed by the Council or Society concerned.	Free of interest.
D Not to exceed £5000 yearly.	Advances for general purposes of Settlement during first two years.	Settlement Master's certificate endorsed by the Council or Society concerned.	Free of interest for four years, 4½% for the fifth and subsequent years.

Clause iii. Every Council or Society which receives any advance from the United Kingdom Treasury under this Act shall render to the Treasury such accounts of the same as the Treasury may require.

SECTION IV.

Clause i. Every Community Settlement established under this Act shall be situated in a proven agricultural district, with at least fifty per cent of the Government roads already graded, and no part of the Settlement lands shall be more than six miles by road from an existing railway shipping point.

Clause ii. No Settlement established under this Act shall be less than 2000 acres or more than 10,000 acres. Every Settlement shall be divided into farms and small holdings, of which none shall be larger than 320 or less than 40 acres.

Clause iii. The farms or small holdings shall be leased to British Settlers to be nominated and sent out from the United Kingdom by the Councils or Societies concerned.

Clause iv. Every farm or small holding shall be equipped with adequate farm implements and machinery, and foundation live stock, which shall be and shall remain the property of the Settlement, and shall be leased with the land to British Settlers as aforesaid.

Clause v. The rentals to be paid to the Community by the Tenants of the farms shall consist of a stipulated share of the crops and of the live stock increase; the amount of such share shall be fixed in accordance with local rates and customs, and having regard also to the amount of equipment and foundation live stock supplied to the Tenant.

Clause vi. The type of agriculture to be practised on all farms and holdings of every Settlement established under this Act shall be "*Mixed Farming*," grain, roots, fodder and live stock, with a rotation of crops suitable to the district concerned.

Clause vii. Leases to Tenants shall not be granted for a longer period than one year, but shall be renewable automatically if neither the Community nor the Tenant give notice to terminate.

SECTION V.

Clause i. Every Community Settlement established under this Act shall be managed by a Settlement Manager to be appointed by the United Kingdom Council or Society concerned. He shall hold his appointment as long as his services are required, subject to three months' notice. His salary shall be from £750 per annum to £1250 per annum according to the size of the Settlement, and to local conditions.

Clause ii. The Manager of a Settlement may be assisted, in cases where necessary, by a tractor mechanic-operator, a live stock and field foreman; a carpenter-blacksmith; and an accountant-clerk. The salary of each such assistant shall be not less than £200 and not more than £300 per annum; and he shall be allowed a house and garden free of rent, and a cow; his employment may be terminated at any time by one month's notice given by the Manager.

Clause iii. The salaries of the Manager and his assistants shall be charged against Advances Class D for the first two years after the Settlement is established, and thereafter shall be a charge against the rental revenue of the Settlement.

Clause iv. The Settlement Manager shall keep such accounts, and shall render such estimates of expenditure to be made, reports and statements of accounts to the Council or Society concerned as may be prescribed by the Society or Council; and the Treasury shall have authority to call on the Council or Society for copies of any or all such estimates, reports and statements, so long as any advances made under this Act to the Council or Society by the Treasury are outstanding.

SECTION VI.

Clause i. Every Council or Society which has been approved by the Government, and which has established a Community Settlement under this Act, shall be paid by the Treasury out of Overseas Settlement Fund the following grants-in-aid of the sea and rail passage money and travelling expenses of each Settler family despatched overseas to its Settlement:

For each family of 2 persons £ 40.

For each family of 3 persons £ 60.

For each family of 4 persons £ 90.

For each family of 6 persons £150.

and so on at the rate of £20 additional for each additional person of over one year of age.

Clause ii. The said grants-in-aid shall not be paid by the Treasury until the Council or Society has produced satisfactory evidence that the emigrant families have been approved by the Canadian authorities as suitable Settlers to enter Canada.

Clause iii. Said grants-in-aid shall not be personal grants to the families concerned, but shall be pooled and shall be expended at the discretion of the Council or Society concerned.

Clause iv. Every settler family proceeding from the United Kingdom to Canada under this Act, shall be provided by the Council or Society concerned with a certificate, in a form acceptable to the Canadian authorities, that said family is proceeding direct to a Community Settlement, where employment is guaranteed.

SECTION VII.

Clause i. On the passing into law of this Act, the Government shall immediately appoint a Commissioner to administer the Act for a period of five years.

Clause ii. The Commissioner shall visit and inspect every Community Settlement established under this Act at least once every year and shall make a report thereon to the Council or Society concerned, and shall also make to the United Kingdom Treasury any further report which he may consider necessary, or which the Treasury may require.

Clause iii. The appointments of the Managers of all Settlements established under this Act shall be subject to the concurrence of the Commissioner.

Clause iv. All expenditures proposed to be made out of any advances of Class A or B, made by the United Kingdom Treasury to any Council or Society, shall require the previous approval and written authority of the Commissioner, and no contracts or other final arrangements for the purchase of land, or of materials for constructing buildings or other improvements to land, or of equipment, or machinery or live stock, which are chargeable to Advances Class A or B, shall be made without the previous approval and written authority of the Commissioner; all plans for buildings or other construction, the cost of which it is proposed to charge to Advances Class A, shall be submitted for his previous approval, and shall require his written authority before construction is commenced.

Clause v. The general terms and conditions and rentals on which the farms and small holdings shall be leased in each Settlement shall be subject to the Commissioner's approval.

Clause vi. The Commissioner shall have authority to require the Managers of Settlements, if he considers desirable, to furnish him with copies of any or all estimates of expenditure to be made, statements of accounts, and reports furnished by them to the Councils or Societies.

Clause vii. The Commissioner shall be allowed the services of an assistant, and such clerical help as may be needed.

Clause viii. The salaries of the Commissioner and of his assistant, and their travelling expenses when on tour, and the cost of their necessary clerical help shall be charged to the Consolidated Fund of the United Kingdom.

SECTION VIII.

This Act shall be cited as the **British Community Settlements (Canada) Act 1931.**

VIII.—Safeguarding the Various Interests.

IN THE foregoing draft Bill, safeguards of the various interests concerned have, it is believed, been fully provided—safeguards of the interests of the Canadian Government and public; of the United Kingdom Government; of the Councils and Societies establishing the Settlements; of the individual Settlers, and of the Plan as a whole. The importance of these safeguards cannot be over estimated, and it is equally important that they should be fully understood. Accordingly—at the risk of some repetition—the following table is given, in which what are thought to be the chief interests of the various "parties" are set out, together with a brief explanation of how they are safeguarded, and with references to the particular Sections and Clauses of the Act which provide the safeguards:

I.—INTERESTS OF THE CANADIAN GOVERNMENT AND PUBLIC.

a That Community Settlements should not be located where they are not acceptable to the local public.

The safeguard is contained in Section II., Clause ii., which provides that no advances (other than a very small preliminary advance for travelling expenses of two delegates to Canada) shall be made by the United Kingdom Treasury until the nearest Canadian City or Town to the proposed location has certified that the establishment of a British Community Settlement there is agreeable to the local public—a certificate which further requires the endorsement of the Provincial Government concerned.

b That the Settlers should be persons approved by the Canadian Immigration Health Authorities.

The safeguard is contained in Section VI., Clause ii., which requires the United Kingdom Treasury to withhold payment of passage money until the intending emigrant Settlers have been approved by the Canadian authorities.

c That neither the Settlement nor the individual Settlers should receive any Government "subsidies."

The safeguards are that no Settlement receives any Government assistance except by means of *Loans*; that no settler family receives any direct assistance other than free passages, and repayable advances in aid of the first 18 months' living expenses, and that by Section IV., Clause v., the rents to be charged for the farms and small holdings are "economic rents."

d That no expense shall fall on the Canadian Government, and that the Settlers shall not become a burden on the Canadian public.

The safeguards are contained throughout the Act generally.

II.—INTERESTS OF THE UNITED KINGDOM GOVERNMENT.

a That its "advances" shall be properly secured.

The safeguard is contained in Section III., Clause ii., and in the table appended thereto. An additional safeguard is contained in Section IV., Clause i.

b That the "advances" shall be used only for the purposes for which they are intended, and that they shall be expended with proper regard for economy.

The safeguards are that the United Kingdom Government has, in the Councils and Societies, reliable agents; and further that by Section VII., Clause iv., proposed expenditures of advances, Class A and B, which comprise one-half of the total advances, require the previous approval of the Commissioner before they can be incurred.

A further safeguard lies in the United Kingdom Treasury audit, provided for by Section III., Clause iii., and Section V., Clause iv.

III.—INTERESTS OF THE UNITED KINGDOM COUNCILS AND SOCIETIES.

- a That the locations and lands of their Settlements shall be selected by their own representatives.
- b That the management of their Settlements should be entirely in their own hands.
- c The power to select their own Settler families.

The safeguard is contained in Section II., which provides for two members of the Council or Society to proceed to Canada to select locations and lands.

The safeguards are contained in Section V., Clauses i. and iv., which provide that the Settlement Manager shall be appointed by the Council or Society, subject to three months' notice of dismissal; and that he shall render to the Council or Society such estimates, statements of accounts, and reports as may be required by the Council or Society.

This is provided for by Section IV., Clause iii.

IV.—INTERESTS OF INDIVIDUAL SETTLERS.

- a Free transportation from the United Kingdom to their new homes in Canada.
- b An assured living in Canada.
- c A good prospect of success.

Section VI., Clause i. provides for adequate grants-in-aid of passages.

Section III., Clause ii., provides for living expenses for the first 18 months after arrival in Canada. Section IV., Clauses iii., iv. and v. offer a properly equipped farm at a reasonable rent.

As far as it is possible to assure human success, the general conditions of management of the Settlements seem to do so.

V.—GENERAL INTERESTS OF ALL "PARTIES."

There is a general safeguard for the success of the whole plan, and of the interests of all "parties" connected with it, in the appointment of the Commissioner for the first five years whose duties (see Section VII.) are to generally watch over the establishing of the Settlements, and particularly over the important items of Capital Expenditure out of Loans Class A and B.

IX.—Launching the Plan. Is the Present Time Opportune?

IT SEEKS to be in the best interest both of the United Kingdom and of Canada to adopt without delay some plan for expanding and speeding up British Settlement in Canada.

Canada needs British settlers; the United Kingdom can supply them—and of the right type too. What then are we waiting for? Is not the present moment considered opportune?

As far as Canada is concerned, I believe that the present moment is favourable for putting a scheme like this into operation. At first sight it might be argued against this view that there is a great agricultural and business depression in Canada at the present time; that there are large numbers of unemployed everywhere, and that therefore the present is not the time to put any big scheme of immigration into operation. But such arguments hardly apply in the present scheme, which, far from adding to unemployment, would actually create employment, and help to clear up the business depression, while it could not add a great deal to agricultural production during the next two years.

Although the two Canadian representatives on the Overseas Settlement Committee of the recent London Empire Conference (Mr. J. I. McFarland and Mr. W. R. Little) endorsed the final resolution of the committee that "*the economic difficulties of the present time are such as to render impracticable any considerable flow of migration from the United Kingdom to the Dominions*," nevertheless some people in Canada will not be prepared to accept the "*economic difficulties of the present time*" as sufficient reason for shelving the question of expanding and speeding up British settlement in Canada. Opinion in Canada is by no means agreed that the present time of "depression," as it is called, is the right time to postpone new commitments in the field of desirable immigration; and outside Canada, some people who are well qualified to judge, are of opinion that curtailment of emigration and immigration is actually one of the causes of the present world-wide depression. That at any rate was one of the conclusions arrived at by a body of no less authority than the International Chamber of Commerce, at its meeting held in Paris last December (see Report in London "Times" of December 6th, 1930.)

New settlers are an increase in population. By their need of and demand for goods and services, they encourage production and trade. And for the first two years at any rate of their new life, they are more likely to be—on balance—consumers of goods and services, rather than producers of surplus agricultural products.

There is no question of bringing over large numbers of settlers from the United Kingdom immediately. Even under the most favourable conditions this Plan for establishing British Community Settlements could not become effective in less than six months from the present time; it would take all of that time to sound out public opinion, to have a Bill properly drawn up, and to get it through the United Kingdom House of Commons

—probably longer. After the passing of such a Bill into law, probably another six months would be spent in selecting locations in Canada for the new Settlements, and in completing purchases of the necessary lands. And one must allow at least six months after that before the new Settlements could be ready to receive any large number of new settlers. That means that it would be 18 months from the present time—under the most favourable conditions—before new settlers coming out from the United Kingdom to Canada under this Plan, could commence to work on their land; that would be in the Fall of 1932. Their first crops would not be seeded before the Spring of 1933, and could not be put on the market before the winter of 1933-34. From the above timetable it certainly does not look as if the adoption of this Plan would result in any over production of grain and live stock in Canada in the immediate future.

On the other hand, directly this plan becomes effective by the passing of an Act of the United Kingdom Parliament, the new money involved will begin to trickle into Canada. It will not be a very large amount—as money goes nowadays—about \$60,000,000.00 spread over three years. Half of it would probably be spent on the purchase of partly developed agricultural land and on live stock; and half would be spent on manufactured goods—lumber, hardware, fencing material, farm machinery, warm winter clothes, groceries, etc. This would be a help to many farmers, and to many industries.

I should like to emphasize certain features of the Plan which I think will appeal to people on both sides of the water. First it will be noted that the new Settlements are not in any way subsidized by Government, nor managed by a Government Department. The only Government financial assistance they receive is by way of repayable loans, secured on their properties. Again the individual Settlers receive no free cash grants, and no special favours of any sort, except their free passages and actual travelling expenses from the Old Country to their new homes in Canada, and small repayable advances to help them over the first 18 months of their new life. For their advances, or loans, the Settlements have to pay an economic rate of interest; and for their farms the Settlers are charged economic rents. There are no Government subsidies; no doles; no charity.

How soon this Plan, if acceptable in the United Kingdom as well as in Canada, could begin to function must depend on the politicians and on the Government in the United Kingdom. These are uncertain factors. Some political minds do not seem awake to the importance of an Empire policy of "**British Settlers and British money for the development of the British Empire.**" And the wheels of Parliamentary and Governmental action move slowly. But there does not seem to be any real reason for delay, and we may venture to hope that, if those members of the United Kingdom Parliament who are in favour of the policy of "British Settlers and British money for the development of the British Empire," will join in a concerted effort, and if Government will grant facilities, the Bill suggested here, or some modification of it, might be passed into law before the end of this summer.

But perhaps this is too optimistic. If so, when the adjourned 1930 Empire Conference meets again at Ottawa this autumn (1931) there will be a full opportunity for Canadian and United Kingdom Statesmen to get together and settle on a course of action which, by the acceptance of this Plan or of some other scheme, will expand and speed up British settlement in Canada, giving encouragement to Britons everywhere who desire to see the British Empire's overseas Dominions settled and developed by British settlers, and particularly to those in the Old Country who are ready and waiting to emigrate and make new homes in the nearest overseas Dominion.

We know that the present United Kingdom Government has had some scheme for settlement in Canada in view for a long time, because Mr. J. H. Thomas, M.P., in the course of his conference at Winnipeg—in September 1929—with representatives of the Farmers' organizations of Western Canada, stated that he had a scheme for British settlement in Western Canada, which he believed would meet with approval of Canadians—though he did not divulge the nature of the scheme. Nor has anything transpired since. Mr. Thomas' scheme may be quite different from the Plan which I have dealt with here, but the usefulness of this Plan would scarcely be affected by any other scheme.

One of the merits of this Plan is that it can be begun on a moderate scale, as described herein. If successful it can be enlarged by a simple measure authorizing a further loan—a further issue of similar United Kingdom Government Bonds—to provide similar advances to more Councils and Societies in the United Kingdom. I believe that the success of the Plan is certain, and that these British Community Settlements will increase in number and become a permanent, as well as an important, factor in promoting British settlement in Canada, and in maintaining it at a satisfactory level and on a non-subsidized and economic basis, in bad times as well as in good.

The Parliamentary Secretary for the Colonies recently informed the United Kingdom House of Commons that the Government would make a loan of £2,500,000 to assist development and settlement in Palestine, which is not one of the overseas Dominions of the Empire. Why then should not a loan of £12,500,000 be made for the same purpose in Canada?

Tempus Fugit.

X.—The Community Settlement Manager.

IN MY PLAN for British Community Settlements in Canada the key figure is the Settlement Manager. His position is one of the greatest importance and responsibility. The general success and happiness of the whole Settlement will depend largely on him. He will be almost entirely answerable for the result of the first year's life on the Settlement

of all new settler families, who will depend very much on the advice, assistance, and encouragement which they receive from Settlement Headquarters. On the prosperity of the older settlers also he can exercise considerable influence. And in his hands will be to a great extent the "tone" of the Settlement; its character in the eyes of its neighbours; its relations with its affiliated Canadian City or Town; its civic value to its Province, and to the Dominion; and its general value as a unit in Empire Settlement. He must possess the right personal qualities, as well as the necessary qualifications of training. In view of the importance of his position in my Plan, I do not think that it will be out of place for me to now offer a few remarks as to what I consider are the requisite qualifications for the appointment of a Settlement Manager.

In the first place, I am satisfied that the Settlement Manager ought to be an Old Country man. No doubt there are considerable differences between Old Country and Canadian agricultural methods. But such differences are not so much in regard to the generally recognized principles of sound farming, as in the application of those principles to different conditions of climate, soil, etc. Sound agricultural principles as taught in the Old Country can be applied, with more or less variation, to mixed farming in almost any part of Canada. Having spent some years farming both in England and in Canada, I have no hesitation in giving my opinion that a well educated and experienced Old Country agriculturalist should be quite able to take charge of a British Community Settlement in Canada —provided that he possesses the other requisite qualifications.

A good knowledge of estate management is, in my opinion, a *sine qua non*. He should have had a thorough training in the estate office of some large agricultural estate in the United Kingdom, as well as also some practical experience of handling a farm.

I lay particular stress on a training in an agricultural estate office, because I consider that some knowledge of the construction of farm buildings, and of farm development generally, is essential in the work which a Settlement Manager will be called upon to undertake. During the first few years of a Settlement's life, the improvement of existing farms and the development of new ones will be one of the Settlement Manager's chief duties—such work as building new farm houses, cottages, barns, stock shelters and machinery sheds; reconditioning old buildings of all sorts; making and improving water supplies; constructing new fences and repairing old ones; laying out farm drainage and irrigation ditches. All this represents expenditure of capital. To obviate waste of the Community Settlement's funds, it is important that such work should be supervised by a man of some technical training. Certainly methods of building and construction in Canada are in many respects very different from those of the Old Country; but an educated man, who has had instilled into him those sound principles of building construction, and of farm development and maintenance generally, which prevail on all well-managed agricultural estates in the United Kingdom, will have no difficulty in

applying them to the same objects in Canada, where durability and solidarity in all permanent farm structures and improvements is just as necessary as in the Old Country.

The purchase of live stock too for the Community Settlement will fall to the lot of the Manager—not only the initial outfits of work horses, cattle, hogs, sheep and poultry, but also the periodical purchases of fresh sires for breeding purposes. He must therefore be a good judge of utility live stock.

The general supervision of the plan of agriculture laid down for the Settlement will also be in his hands. In addition to keeping his eye on the old tenants, and giving them such assistance as they may require, there will always be a proportion of new settlers requiring closer attention. In the ordinary course of events every year will bring to the Settlement a number of new settlers, most of whom will at once become tenants of farms and cottage holdings. To nurse them all through their first crop season will be no light task, especially while the Settlement is still in its infancy. These new settlers may have to be initiated into methods of cultivation to which they are unaccustomed, and into the use of many (to them) strange implements. In this the Settlement Manager will have the assistance of his field foreman; but his own close supervision will probably be very essential if the new settlers are to be "broken in" comfortably and happily.

It will be well if the Settlement Manager has a knowledge of accounting. Although he will have the assistance of a clerk-accountant, he will himself, of course, be responsible for the Settlement's finances. In the matter of expenditure he will have by no means "*carte blanche*." For the first five years all items of capital expenditure coming under Classes A and B will require the previous sanction of the Commissioner. Items of expenditure falling under Class C are confined strictly to advances to new settlers, each of which advances is limited to a specified maximum for each new settler family. Expenditure under Class D will be included in the annual estimate of proposed expenditure, which will have to be submitted by the Settlement Manager to his Council or Society for previous sanction before any expenditure may actually be incurred. The Settlement Manager, then, will have no power to incur any expenditure whatever without previous sanction; but he will have very great scope for practicing economy both in framing his estimates, and again when the estimates have been approved, in applying the sanctioned grants to the approved objects.

It would be a mistake to lay stress on technical qualifications to the exclusion of personal qualities, which are certainly of equal importance. The Settlement Manager will be, as it were, the father of his tenants. As such he will require to possess a large degree of the proverbial "tact with firmness." He will have to hold the scales evenly between the interests of the Community Settlement on the one hand and those of the individual settler on the other. He may sometimes be called upon to interpret the leases of tenants to the disadvantage of the Settlement, or vice versa. He will often have to act as mediator between tenants in disputes of varying

magnitude. There are, in fact, innumerable ways and occasions when he must stand in the position of "guide, philosopher and friend" to the settlers. He must be able to command respect without losing good will.

There is one further personal qualification which I should like to mention particularly—a qualification which can perhaps hardly be called essential, but which is, in my view, most desirable. This Plan to establish British Community Settlements in Canada is a project of Empire building. It is not unreasonable to ask that those who seek to play a leading part in it should at least have given proof of their sense of duty to Country and Empire in the most forcible way which has been open to the young men of their day and time. I myself feel that it is only fitting that we should look for our Settlement Managers among those who took part in the fighting of 1914-18.

Candidates for the appointment of Community Managers ought to belong to the United Kingdom County, City or Town concerned; should be between thirty and forty years of age, and married, or at any rate men with families.

Subject to full consideration of the above mentioned requisite qualifications, I would leave the selection and appointment of the Manager of its Community Settlement entirely in the hands of the United Kingdom County, City or Town concerned, with the proviso of confirmation within twelve months by the United Kingdom Overseas Settlement Department, acting on the advice of the Commissioner.

The above is a short summary of the qualifications which I consider that the Manager of a British Community Settlement ought to possess. If my Plan is adopted, and if these British Community Settlements are established, we need the best men in the country for appointment as their Managers. That there will be plenty of applicants, I do not doubt, and I feel sure that we shall find men to "fill the bill."

XI.—The Role of the United Kingdom County, City, and Town Councils.

UNDER my proposed Plan a very important part will be played by those County, City and Town Councils of the United Kingdom which elect to come under the scheme, and to establish their own Community Settlements in Canada.

The scheme is intended to be a purely voluntary one. I do not doubt, however, that the general wish of the County, City or Town Councils throughout the United Kingdom will be to take part in it. The question of migration and overseas settlement is now generally recognized as being

of great importance to the whole country, and none are better qualified to judge of its urgency than the elected County, City and Town Councillors, who are in close touch with the people they represent.

At the present time a great deal of work in the field of overseas migration is being done in many Counties, Cities and Towns of the United Kingdom by what are known as *Voluntary Migration Committees*. There are in all forty-seven of these Committees in existence. The following is the list of them:

- Barnsley Migration Committee.
- Birmingham Migration and Assistance Committee.
- Bishop Auckland and District Migration Committee.
- Bristol and West of England Migration Committee.
- Chesterfield and District Oversea Settlement Committee.
- Consett and District Migration Committee.
- Darlington and District Migration Committee.
- Derby Migration Committee.
- Devon Association for Empire Settlement.
- Dorset Association for Empire Settlement.
- Durham and District Migration Committee.
- Essex Association for Empire Settlement.
- Gateshead Migration Committee.
- Goole Migration Committee.
- Halifax Migration Committee.
- Hartlepool Migration Committee.
- Hastings Empire Settlement Committee.
- Hull and District Migration Committee.
- Jarrow Migration Committee.
- Kent Association for Empire Settlement.
- Leeds Women's Migration Committee.
- Leicester Migration Committee.
- Liverpool Migration Committee.
- Manchester Migration Committee.
- Middlesborough and District Migration Committee.
- Newcastle-on-Tyne Migration Committee.
- North Shields and District Migration Committee.
- Northumberland and Durham Empire Settlement Committee.
- Oxford Association for Empire Settlement.
- Pontefract Migration Committee.
- Portsmouth and District Empire Settlement Committee.
- Rotherham Women's Overseas Settlement Committee.
- Salford Empire Settlement Committee.
- Scarborough Migration Committee.
- Sheffield and District Migration Committee.
- Shropshire Association for Empire Settlement.
- Somerset Association for Empire Settlement.
- South Shields Migration Committee.
- Stockton and Thornaby Migration Committee.
- Sunderland Migration Committee.
- Surrey Association for Empire Settlement.
- The Welsh Council for Overseas Settlement.
- The West Riding (Central Area) Migration Committee.
- Wiltshire Association for Empire Settlement.
- Winchester Migration Committee.
- York Empire Settlement Committee.
- Yorkshire Voluntary Migration Committee.

None of these Voluntary Committees are officially connected with the Counties, Cities and Towns whose names they bear, though (in the words of the Overseas Settlement Department of the Dominions office) "they are so constituted as to be thoroughly representative of the civic and social life of the different localities. . . . the Chairman being usually the Lord Mayor, or Mayor, and their members include representatives of the Schools, the Churches, Organized Labour, and the various local social and philanthropic organizations, as well as prominent men and women, in many cases with actual experience of life overseas"

The composition of these Voluntary Committees certainly indicates that they are well qualified to deal with migration and overseas settlement, and the ground that they cover is indicated by the list given above.

But unfortunately their work is restricted to giving information and advice. They have no power to actually carry out the object for which they exist—overseas settlement. They lack funds at their own disposal, with which to provide approved migrant families with sea and rail passages to their desired destination overseas, and they have no overseas linked establishments or Settlements under their own control, to which they can despatch their approved emigrant families with the certainty that they will be established in the new country in such a manner as to be self-supporting. They work through a Government Department—the Overseas Settlement Department of the Dominions office, which too has a very limited sphere of action.

The chief work of these Voluntary Migration Committees is described by the Overseas Settlement Department as follows:

- (i.) To spread information as to the resources of the Dominions, the conditions of life, and the openings for British settlers.
- (ii.) To give information and advice as to the best method of taking advantage of the opportunities overseas, and as to the facilities by way of assisted passages, training, land settlement schemes, etc., available to suitable settlers.
- (iii.) To advise those who wish to go overseas as to the best means of doing so, and, if necessary, to help them financially, in co-operation with the Overseas Settlement Department.
- (iv.) To give introductions to affiliated organizations overseas, and to keep in touch with the settlers after arrival.

From the above description, it will be seen that the functions of the present Voluntary Migration Committees are, for the most part, merely informative and advisory. What a waste of power! Their composition is everything that could be desired; they are in touch with the actual intending migrants; they know the needs of these latter; they have opportunities which no other body has for sorting out the wheat from the chaff, and it is to their interest to send overseas only such families as are likely to make good. Why then should they not have the power and the financial means to carry out their purpose?

This Plan for establishing British Community Settlements in Canada will rectify the present anomalous position in the following respects:

(a) It will give local Migration Committees a recognized official standing, by linking them up with their County, City and Town Councils.

(b) It will give every County, City and Town in the United Kingdom its own Community Settlement in Canada, to which it can despatch direct its own selected emigrant families, with a view to their being placed as Tenants on fully equipped farms, where they will be assisted by the Settlement Manager to "make good" and become self-supporting.

(c) It will give all United Kingdom County, City and Town Councils the power to approve of intending emigrant families from their own district to their own Community Settlement in Canada, and to pay their passages overseas without reference to the Overseas Settlement Department in London.

I assume that every United Kingdom County, City or Town Council, electing to take part in this Plan, would appoint a Committee of its own members to deal with overseas migration and settlement, with power either to work in conjunction with the local Voluntary Migration Committee, or to co-opt additional members from that Committee, by either of which means it would have the advantage of the services and experience of all those who have already been working in the field of overseas settlement.

If this Plan to establish British Community Settlements in Canada is adopted, and if an Act of the United Kingdom Parliament is passed on the lines indicated in Chapter VII., the first action of the Overseas Migration and Settlement Committee of each County, City and Town Council should be to appoint a Manager for its Community Settlement in Canada, and to select a delegation of two of its members to proceed to Canada to choose a location for the Settlement, accompanied by the Manager.

It would be premature to discuss here what steps would require to be taken to decide on the destinations in Canada of the delegations from different Counties, Cities and Towns in the United Kingdom. There will be plenty of time to go into that matter if the reception of this Plan is such as to make it seem likely that it will ultimately be adopted. Let it be suffice to say here that:

(1) If it seems at all likely that this Plan will be adopted, early steps will be taken in Canada to compile a list of those Cities and Towns, situated in suitable mixed farming districts, which would welcome a British Community Settlement in their vicinity, together with full particulars of suggested locations and lands for the Settlements.

(2) Such lists and particulars can be put in the hands of all concerned in the United Kingdom in good time, so that there need be no obstacle at all to the free choice of a location on the part of every United Kingdom County, City or Town desiring to establish a Community Settlement in Canada.

After having decided on the location of its Settlement, and having made the necessary arrangements for its purchase, the two members of the United Kingdom County, City or Town Council would return home, leaving the Manager on the spot, so as to lose no time in getting things going immediately on obtaining vacant possession of the land.

Meanwhile, at home, the overseas migration and settlement Committee of the Council would receive and deal with applications of intending migrants for farms and cottage holdings. Waiting lists would be compiled of different classes of approved applicants; for example:

Approved applicants for farms of 200 acres and upwards.

Approved applicants for farms under 200 acres.

Approved applicants for cottage holdings.

Approved applicants for employment as farm labourers "living in."

Approved applicants for domestic service on farms.

How soon such approved applicants could be despatched overseas to the Councils' Community Settlement would depend on a number of circumstances; on the time taken by the delegation to select the location of the Settlement in Canada; on the conclusion of arrangements for its purchase; and on its degree of readiness for the immediate reception of settler families.

Having in view the time which would probably be required to examine and select the land for the Settlement, all the necessary business formalities incidental to its purchase, and the period which must necessarily elapse before vacant possession of the existing farms could be obtained—I should say that nine months at least would elapse after the coming into force of this Plan, before any of the approved settler families could be despatched from the Old Country to Canada, and it would probably be fifteen months before any appreciable number could be received on any of the new Settlements.

During the second and third years of a new Community Settlement's life, its full capacity—for the time being—of accommodating new settler families would probably be reached. Thereafter its capacity to receive new settler families would be limited to the number of families resident on the Settlement who would branch off each year to establish themselves in homes of their own outside the Community Settlement. It is impossible to estimate with any degree of certainty what this annual drift or output would amount to. My purely arbitrary estimate is 20% annually in and after the fourth year..

In addition to the above stated annual capacity to receive and accommodate new settler families, a Community Settlement would also be able to receive and accommodate each year a considerable number of boys and unmarried young men, desiring to work on the land, as well as young women and girls desiring domestic work. With so many families of former friends and neighbours from their own Old Country Town or district living on the Community Settlement in Canada, or close to it, it would not be at all difficult, with the help of a good Settlement Manager, to place a considerable number of such young people each year in congenial surroundings and with a certainty of work.

It would be most necessary for the United Kingdom County, City and Town Councils to keep in close touch with the progress of affairs on their

Community Settlements in Canada. With this object in view, every Council should depute one of the members of its overseas migration Committee each year to make a visit of inspection to the Settlement in Canada. Such visits should be so arranged as to permit of at least a month being spent on the Settlement. After the lapse of a few years the duration of such visits might perhaps be curtailed, or they might be made every other year, but this would depend on the condition of the Settlement.

With a good Settlement Manager in Canada, an experienced and active local overseas migration Committee at home, and regular visits of inspection to the Settlement in Canada by a member of the United Kingdom County, City or Town Council, there is no reason why every British Community Settlement in Canada should not have a successful career and fully answer its purpose. The distance is really no obstacle. It is only eleven days post from any part of the Midlands to Saskatchewan; it costs but a couple of dollars, or eight shillings to send a fifty word cable night letter between Alberta and London; and one can step off the train in Winnipeg on the ninth day after leaving London or Birmingham.

It seems to me that under this Plan for establishing British Community Settlements in Canada, every County, City and Town throughout the United Kingdom would be given, through its elected Council, a real opportunity of dealing satisfactorily with a great problem vitally affecting its own people—a problem having also a very important national bearing, as well as an Empire aspect of great moment.

The immediate result of the Plan may not perhaps satisfy the most ardent advocates of Empire settlement. But I feel confident that its cumulative effect over a period of ten, fifteen, or twenty years will amply justify its adoption.

EPILOGUE.

A Vision of Tomorrow. A British or an Alien Empire? Canada in 1950.

LET US TAKE A LOOK INTO THE FUTURE.

INEVITABLY during the course of the next two decades, the young and virile nations which are today the overseas Dominions of the British Empire will forge ahead. They will increase in population, and will become richer in developed resources; they will expand their trade and commerce. *Shall that increase in population be British or alien? Is that development to be carried out with British money, or foreign? Will that expansion of trade and commerce be with the Old Country and the Empire, or with foreign nations?* No more important questions than these of today have ever faced the United Kingdom, and the Empire!

The answer to them depends not on those who will represent the United Kingdom and the Empire five, ten or fifteen years hence, but on *us* who represent them *today*, on whose shoulders lies the responsibility of planning for and making decisions for and taking action for its future welfare, as did our forbears in their time. By what we *do today*, we decide what the Empire will be in 1950. Sentiment alone will not hold the Empire together; stronger ties are needed. It is for us today to strengthen the already existing ties, and to forge them stronger if we can.

One of the keys to the solution of our problem is emigration from the Old Country to the overseas Dominions, and the settlement and absorption of new British settlers there. Are we doing in this respect all that the circumstances demand?

We must bear in mind that the Empire's overseas Dominions are blessed with many natural and political advantages, which appeal to others as well as to ourselves, and make them seem very desirable as new homes to intending emigrants from all the old countries of Europe. Unquestioned though our birthright is, we have no exclusive prerogative of settlement in any of our overseas Dominions. Our attitude towards this matter in the past has been too confident; we have taken too much for granted; we are somehow or other letting our birthright slip away from us.

An example of this is to be seen in the rapid extension of Central European settlement in the Canadian West during the past decade, to which I have already referred. The Prairie Provinces are in spirit British to the core, and they welcome new British settlers more warmly than those of any other nationality. But for all that British settlement there—in Alberta at any rate—is hard pushed to keep pace with the more energetic steps of Central European immigration. What is the cause? Apathy, "laissez faire," or over-confidence?

Let us ask ourselves this question: Twenty years hence, if we go on as we are going now, will Western Canada be predominantly British or largely alien? To attempt to answer that question in words today is futile. But at least we can by our actions now do our best to ensure that the answer given twenty years hence shall be "*predominantly British!*"

The extent to which immigration into Canada can go is chiefly a question of absorption. No larger number of immigrants—be they British or alien—are likely to be admitted into Canada in future than can be readily absorbed. If, however, absorption is certain beyond any question, immigration is not likely to be barred or even retarded. If by the adoption of some sound settlement scheme the United Kingdom can ensure and guarantee that British settlers can be so placed in Canada as to be self-supporting, then the United Kingdom will hold the field against all comers.

Some people may urge that no special plan of settlement is really necessary; that the methods of the past are good enough, for they have given us the Canada we have today, and that there seems no need for any larger proportion of British settlers in Canada than that which we see now.

Certainly those who are satisfied with things as they are, will see no cause to plan anything different. But those who believe that British settlement in Canada is not on the sound basis that it should and might easily be, and who are of opinion that we can advantage Canada, the United Kingdom, and the Empire by expanding and speeding up British settlement there, will surely desire to take steps to formulate and adopt some definite plan of action for doing so.

What we have to find is a plan of emigration to and settlement in Canada which will assure us of a predominantly British Canada in ten, fifteen or twenty years' time.

In the preceding Chapters I have offered my Plan for establishing British Community Settlements in Canada, and have tried to show how it is going to work, and what it will cost. The Plan aims at providing a permanent and automatic method of settling a moderate number of carefully selected new British families on the land year by year in such a way that they will be self-supporting—rather than at an immediate sensational increase in the total number of British settlers for a year or two only. In my opinion this Plan will put the United Kingdom into a position where she will be able to guarantee to her own emigrants to Canada as good a chance as have emigrants from any other European country—or a better chance.

The real effect of the Plan will not be seen until it has been working for two or three years. But its ultimate success is sure, and its effect will be far reaching.

One of the features of the Plan is that it can be commenced on a moderate scale, and can be readily expanded later, if required, by the simple expedient of the United Kingdom Parliament voting or guaranteeing an additional grant to cover the cost of the capital expenditure involved by establishing more Community Settlements. The Plan itself will remain the same, no matter how many—or how few—Community Settlements may be established. And the money voted will be expended exactly as laid down in the original Act.

There is no reason whatever why the sixty Community Settlements, which I originally budgeted for, should not be increased in the course of time to three hundred. There are over eighty Counties in England, Wales and Scotland. There surely must be—on an average—at least three towns in every County sufficiently large to have each its own Community Settlement in its own chosen part of Canada. That would make up more than three hundred British Community Settlements, which could be established gradually in Canada inside of five or ten years.

On the other hand, if Canada at any time feels that the immigration of British families is becoming too rapid, and that absorption of settlers is not keeping pace with immigration, then she can easily and immediately put on the brake without prejudicing the working of the already established Settlements.

For every additional fifty new Community Settlements established by the Counties and Towns of the United Kingdom, the United Kingdom Parliament would be asked to make or guarantee a loan of a further ten million pounds to cover the capital cost, to be expended and secured exactly as laid down in the original Act. For three hundred Community Settlements the total amount loaned or guaranteed by the United Kingdom would be sixty million pounds.

I am afraid that the bare suggestion of such a loan will cause the exponents of public economy in the United Kingdom to raise their hands in pious horror. But let me once again emphasize that practically the whole of the expenditure of establishing these Community Settlements is Capital Expenditure, which will bring in its direct annual return in revenue—to say nothing of the indirect return, in what I may term “Empire settlement value” to the United Kingdom, to Canada and to the Empire. Such expenditure cannot be put in the same category as the annual cost of an unwieldly Government Department, or the “Dole”—items of recurring expenditure which leave nothing of value behind them to show for the money spent.

After all what is sixty million pounds compared with the welfare of the Empire?

It is a flea-bite compared with what we have spent before now where a vital interest of the Empire has been at stake.

At any rate British settlement in the overseas Dominions cannot expand as it should do without some outlay of money, or some pledging of credit by the United Kingdom. If the British Empire is to increase in population and in political influence—nay more, if it is to retain its present position among the Nations of the world—the overseas Dominions must be built up to be even stronger than they are today—more numerous in population, richer in developed resources, greater in trade and commerce, and this must be accomplished by British settlers, British work, and British money.

For this Plan of Community Settlement in Canada, all that the Government of the United Kingdom is asked to do is to pledge the country's credit, and to make advances of money on the security of developed portions of the Empire itself, in just the same way as she has recently guaranteed many millions for development outside the Empire.

THE HORNBY FARMS

LETHBRIDGE

ALBERTA

CANADA

May 1st, 1931

Brigadier-General M. L. Hornby requests you to accept this little book.

Please read through the plan for increasing British settlement in Canada, which is described in it.

Please note particularly the preface on page 2.

General Hornby will be grateful if you will communicate to him at your convenience your views on the subject, and tell him if he may count on your support to bring the plan to a head, and to launch it without loss of time.

Editors of organs of the public press are requested to review the Plan in their columns. It will be a great help to General Hornby if copies of all comments and of letters published in the press can be sent to him, addressed as above.

If you desire further copies arrangements shall be made to supply your requirements, if possible.